

Message Text

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ACTION L-03

INFO OCT-01 EUR-12 ISO-00 SCA-01 CPR-01 SCS-03 CIAE-00
INR-07 NSAE-00 EB-07 SS-15 SP-02 PPT-01 SSO-00
INRE-00 VO-03 /056 W
-----101021Z 016093 /12
O R 100830Z JUN 77
FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC IMMEDIATE 8508
INFO /AMCONSUL LENINGRAD 9889

C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 8247

E.O. 11652: GDS
TAGS: CGEN PFOR UR US
SUBJECT: US/USSR CONSULAR TALKS - SECOND ROUND
FOURTH SESSION

REFS: A) MOSCOW 8152, B) MOSCOW 8049, C) MOSCOW 7956, D) STATE 132608

SUMMARY: FOURTH SESSION OF SECOND ROUND OF CONSULAR TALKS
ON JUNE 9 OPENED WITH US SIDE EXPRESSING PESSIMISM THAT
POSITIVE RESULTS COULD ENSUE BECAUSE OF VAST DISTANCES
BETWEEN USSR AND US POSITIONS. TO BREAK ICE, EMBASSY PROPOSED
US AND SOVIET SIDES EXCHANGE NOTES AGREEING TO MUTUAL EXPANSION
NUMBER OF ENTRY/EXIT POINTS UPON EXEMPTION OF CONGEN SAN FRANCISCO
PERSONNEL FROM TAXATION AND TO EXCHANGE EXPEDITIOUS ISSUANCE OF
US TRANSIT VISAS FOR MULTIPLE EXIT/ENTRY VISAS TO BUSINESSMEN,
REGARDLESS OF NATIONALITY, ACCREDITED TO US FIRMS.
SOVIET SIDE REJECTED THESE EXCHANGES AND PROPOSED INSTEAD
US ISSUANCE OF DIPLOMATIC VISAS TO DEPUTY CHAIRMEN
OF USSR STATE COMMITTEES AND DEPUTIES OF SUPREME
SOVIET IN EXCHANGE FOR EXPANDING TO TEN NUMBER OF
ENTRY/EXIT POINTS FOR OFFICIAL PERSONNEL. SOVIET
SIDE AGREED TO COME UP AT NEXT SESSION WITH QUID
FOR CALIFORNIA TAX EXEMPTION AND EXPEDITIOUS US
TRANSIT VISA PROCESSING. AGREEMENT WAS REACHED TO ISSUE
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UP TO 1000 VISAS EACH TO PAN AM AND AEROFLOT
CREWMEN. END SUMMARY.

1. EMBASSY'S CONSULAR CONSELOR BEGAN JUNE 9 SESSION
OF CONSULAR TALKS WITH STATEMENT EXPRESSING US SIDE'S
DISAPPOINTMENT THAT INITIAL US AND SOVIET POSITIONS
WERE SO FAR APART AS TO MAKE POSSIBILITY OF AGREEMENT

APPEAR DOUBTFUL. NEVERTHELESS, WE WISHED TO DEMONSTRATE FLEXIBILITY AND SERIOUS DESIRE TO COME TO AGREEMENT BY OFFERING SOVIET SIDE FOLLOWING PROPOSALS:

A. EMBASSY PROPOSES EXCHANGE OF NOTES WHEREBY SOVIET SIDE WOULD AGREE TO OPEN TEN POINTS IN EACH COUNTRY FOR ENTRY/EXIT OF OFFICIAL PERSONNEL, AS SOON AS PERSONNEL OF CONGEN SAN FRANCISCO ARE EXEMPT FROM PAYMENT OF CALIFORNIA STATE TAXES (STATE 132608), WHICH CONOFF HOPED COULD HAPPEN SOON.

B. IN RETURN FOR SOVIET AGREEMENT TO EXCHANGE NOTES PROVIDING FOR ISSUANCE OF MULTIPLE ENTRY/EXIT VISAS TO ALL ACCREDITED BUSINESSMEN OF ONE COUNTRY IN THE OTHER, US SIDE WOULD AGREE TO ISSUE VISAS TO SOVIETS FOR CONTINUOUS TRANSIT WITHIN 24 HOURS. VISAS FOR SOVIETS IN TRANSIT WITH STOPOVER UP TO 5 DAYS WOULD BE ISSUED WITHIN 3-5 DAYS.

(FYI--THESE PROPOSALS ON TRANSIT VISAS WERE MADE POSSIBLE BECAUSE OF AGREEMENT BETWEEN EMBASSY AND INS VIENNA TO OBTAIN ALL TRANSIT WAIVERS LOCALLY BY EXCHANGE OF TELEGRAMS-- BEING REPEATED TO DEPARTMENT).

2. SOVIET SIDE STATED IT WAS GENUINELY CONCERNED OVER CONSULAR COUNSELOR'S PESSIMISTIC REMARKS OPENING JUNE 9 SESSION. ALTHOUGH GOROKHOV'S RESPONSE REJECTED EXCHANGES PROPOSED BY US, HE OFFERED FOLLOWING SOVIET CONFIDENTIAL

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PROPOSALS WHICH APPEARED TO HAVE BEEN DECIDED UPON IN ADVANCE:

A. IN EXCHANGE FOR US AGREEMENT TO ADD DEPUTY CHARMAN OF USSR STATE COMMITTEES AND DEPUTIES OF USSR SUPREME SOVIET TO CATEGORIES OF SOVIETS WHO NOW RECEIVE "A" VISAS FOR BUSINESS OR EXCHANGE TRIPS, SOVIET SIDE WOULD AGREE TO EXPAND NUMBER OF ENTRY/EXIT POINTS FOR OFFICIAL TRAVELERS TO TEN IN EACH COUNTRY.

B. SOVIET SIDE AGREES TO EXCHANGE NOTES TO ARRANGE FOR ISSUANCE OF MULTIPLE ENTRY/EXIT VISAS TO UP TO 1,000 CREWMEN OF PANAM AND AEROFLOT.

C. AT ONE POINT IN THE SESSION SOVIETS APPEARED READY TO OFFER AGREEMENT TO US PROPOSAL ON MULTIPLE ENTRY/EXIT VISAS FOR BUSINESSMEN IN RETURN FOR SIGNIFICANT FACILITATION OF "L" VISA PROCEDURES FOR AMTORG REPRESENTATION IN US. DURING DISCUSSION OF THIS POINT, SOVIETS ACKNOWLEDGED

THAT THEIR PRIMARY CONCERN RE AMTORG IS SPEEDIER ISSUANCE
OF "L" VISAS RATHER THAN NECESSARILY RETURN TO
"PRE-1974 PRACTICE OF ISSUING "A" VISAS TO AMTORG PERSONNEL.

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FM AMEMBASSY MOSCOW
TO SECSTATE WASHDC IMMEDIATE 8509
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C O N F I D E N T I A L SECTION 2 OF 2 MOSCOW 8247

WHEN ASKED WHETHER SOVIET REQUEST COVERED ONLY AMTORG
OR CONCERNED OTHER SOVIET ORGANIZATIONS SUCH AS KAMA,
INTOURIST, ETC., GOROKHOV AND HIS COLLEAGUES AGREED TO
CHECK. AT THIS POINT, SOVIET SIDE HUDDLED BRIEFLY AT
CONFERENCE TABLE. IT APPEARED THAT USA DIVISION REP
KUZNETSOV CONVINCED SOVIET SIDE TO BACK
OFF THIS PROPOSAL AS TOO LIBERAL. AFTER SHORT CONFERENCE,
SOVIETS TOLD US SIDE THAT MISUNDERSTANDING HAD TAKEN
PLACE AND THERE ACTUALLY IS NO PROPOSAL ON LINKAGE
BETWEEN AMTORG VISAS AND US BUSINESSMEN'S VISAS.

3. EMBASSY RECOMMENDS FOLLOWING COURSE OF ACTION TO DEPARTMENT
ON CURRENT SOVIET PROPOSALS:

A. WE BELIEVE THAT DEPARTMENT SHOULD ACCEPT SOVIET PROPOSAL
PARA 2A, IF FEASIBLE. IN RETURN FOR RELATIVELY MODEST EXPANSION
OF NUMBER OF SOVIETS ENTITLED TO "A" VISA CATEGORY AND PRIVILEGES,
WE WOULD RECEIVE EXPANDED NUMBER OF EXTRY/EXIT POINTS FOR OFFICIAL
PERSONNEL WHICH WOULD GREATLY FACILITATE EMBASSY AND USG
OPERATIONS IN USSR.

B. SOVIET AGREEMENT TO ISSUE MULTIPLE ENTRY/EXIT VISAS TO UP
TO 1000 PAN AM AND AEROFLOT CREW MEMBERS SHOULD BE NAILED DOWN BY
EXCHANGE OF NOTES ASAP.

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C. WE WILL CONTINUE TO PRESS SOVIETS ON VISAS FOR BUSINESSMEN USING CALIFORNIA STATE TAX RELIEF AND US TRANSIT VISA OFFER AS NEGOTIATING LEVERAGE. SINCE SOVIETS HAVE ALREADY AGREED TO ISSUE EXCHANGES EXIT VISA VALID FOR ENTIRE PERIOD OF STAY IN USSR, MULTIPLE ENTRY/EXIT VISAS FOR BUSINESSMEN WOULD BE THE ONLY MAJOR REMAINING OBJECTIVE WHICH WAS INCLUDED IN OUR SECOND ROUND PACKAGE (MOSCOW 7956) CONVERSELY, SOVIETS WOULD HAVE A NUMBER OF UNRESOLVED ISSUES INCLUDING PRIVILEGES AND IMMUNITIES, METAL DETECTOR INSPECTION OF SAN FRANCISCO DIPLOMATIC COURIER ETC. WE WOULD, THEREFORE, BE IN VERY STRONG NEGOTIATING POSITION AS SECOND ROUND CONTINUES. IN THIS CONNECTION, IT WOULD BE USEFUL TO KNOW WHETHER IT IS STILL POSSIBLE FOR DEPARTMENT TO DELAY EXEMPTION OF SOVIET CONGEN PERSONNEL IN SAN FRANCISCO FROM CALIFORNIA TAX IF NECESSARY TO GIVE US ADDITIONAL NEGOTIATING LEVERAGE. EMBASSY AWARE THAT IT WOULD BE DIFFICULT TO WITHHOLD TAX EXEMPTION BENEFIT FROM SOVIET CONSULAR PERSONNEL IF SUCH EXEMPTION WERE ACCORDED TO OTHER CONSULAR PERSONNEL IN CALIFORNIA, BUT WE THINK IT WOULD BE WORTH A TRY. FURTHER, WOULD DEPARTMENT, POSSIBLY THROUGH CLOSER COORDINATION WITH INS NEW YORK, BE IN POSITION TO SIGNIFICANTLY EXPEDITE "LA" VISAS PROCEDURES FOR AMTORG PERSONNEL IF THIS WOULD MAKE IT POSSIBLE FOR EMBASSY TO OBTAIN MULTIPLE ENTRY/EXIT VISAS FOR US BUSINESSMEN?

4. IT WAS AGREED TO MEET NEXT ON JUNE 15, AND WE BELIEVE THAT US SIDE SHOULD BE READY TO NAIL DOWN AGREEMENTS ALONG LINES OF PARAS 3A AND 3B ABOVE AT THAT MEETING. WE WILL THEN HAVE ACHIEVED MOST OF OUR SECOND ROUND OBJECTIVES AND BE IN A FAVORABLE POSITION TO OBTAIN THE REMAINDER.

5. DEPARTMENT'S COMMENTS AND GUIDANCE REQUESTED.
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